


TO: GENERAL COMMITTEE


SUBJECT: APPLICATIONS TO PERMIT AN OFFICIAL PLAN AMENDMENT AND A CHANGE IN ZONING FROM INSTITUTIONAL EDUCATION (I-E) TO RESIDENTIAL MULTIPLE (RM2) AT 461 MAPLETON AVENUE

WARD: 6

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SUBMITTED BY: S. NAYLOR, MES, M.C.I.P., R.P.P.
DIRECTOR OF PLANNING SERVICES 

GENERAL MANAGER APPROVAL: S. NAYLOR, MES, M.C.I.P., R.P.P.
ACTING GENERAL MANAGER OF INFRASTRUCTURE & GROWTH MANAGEMENT 

CHIEF ADMINISTRATIVE OFFICER APPROVAL: C. LADD, CHIEF ADMINISTRATIVE OFFICER 

RECOMMENDED MOTION

1. That the Official Plan Amendment Application submitted by Innovative Planning Solutions on behalf of 1291264 Ontario Ltd. to change the Official Plan designation on the property municipally known as 461 Mapleton Avenue from Institutional to Residential be approved (D09-OPA023).
2. That the Zoning By-law Amendment Application submitted by Innovative Planning Solutions on behalf of 1291264 Ontario Ltd. to rezone the property municipally known as 461 Mapleton Avenue from Institutional Education (I-E) to Residential Multiple Second Density with Special Provisions (RM2)(SP-XXX) be approved (D14-1543).
3. That the following Special Provision (SP) be referenced in the implementing Zoning By-law:
 - a) A maximum density of 43 units per hectare for block/cluster townhouses is permitted.
4. That no further public notice is required in accordance with Section 34(17) of the Planning Act.

PURPOSE & BACKGROUND

Report Overview

5. The purpose of this staff report is to recommend that the property municipally known as 461 Mapleton Avenue be re-designated and rezoned to permit Residential Multiple Second Density (RM2) uses. The current Official Plan designation is Institutional (Appendix "A") and Zoning By-law 2009-141 identifies the property as Institutional Education (I-E) (Appendix "B") to reflect the intended use of the property for a school site. The Simcoe County District School Board has advised that the subject site is surplus to their needs. The property is identified for Medium Density Residential development in the Ardagh Secondary Plan (Appendix "C").

Location

6. The subject lands are located on the south side of Ardagh Road, bounded by Mapleton Avenue to the east and Batteaux Street to the west. The property is legally identified as Block 203 on Registered Plan 51M-771 and known municipally as 461 Mapleton Avenue. The site is approximately 2.04 hectares in size and located in the Ardagh Secondary Plan Area.

Surrounding Land Uses

North

Ardagh Road, future Summerset Drive extension, vacant lands designated Future Urban and Environmental Protection.

East

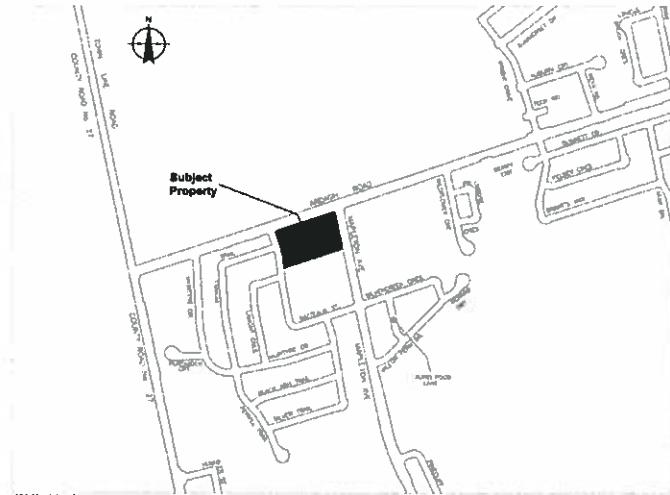
Mapleton Avenue, neighbourhood commercial (C5), St. Joan of Arc Catholic High School.

South

Batteaux Park (OS), Batteaux Street.

West

Batteaux Street, Penvill Trail, single detached houses (R3).



Background

7. The subject property was reserved as a school site through the development process completed in 2004. After an inquiry by the owner, the Simcoe County District School Board provided correspondence dated January 5, 2012 that confirmed that the lands would not be required for a school. Subsequently, the City of Barrie was contacted to determine whether the City wished to exercise the "right of first refusal" for purchase of the property.
8. The City did examine the possibility of purchasing the land for parkland purposes. The City waived its right of first refusal for the property on the condition that only single detached homes would be built on the site. It was subsequently determined that the City did not have the ability to apply a condition to the future owner/developer of the site through the waiver of purchase.
9. The Ardagh Secondary Plan was approved in 1994/1996 as Official Plan Amendment 104 to the City's Official Plan. Schedule 2 – Land Use of the Secondary Plan identified the subject lands for medium density residential development. The applicant has submitted the application for an Official Plan Amendment and Rezoning on the basis of recognizing the principle of land use previously established in the Ardagh Secondary Plan.
10. Reports submitted in support of this application include:
 - a) Planning Justification Report (IPS, June 2012) Addendum dated July 31, 2013
 - b) Functional Servicing Report (AECOM, June 2012)
 - c) Traffic Impact Assessment (C.C. Tatham & Associates Ltd., May 2012)

- d) Noise Impact Study (R. Bouwmeester & Associates, September 2012)
- e) Urban Design Rationale (ZZ Rendering Inc., undated)

Public Consultation

11. A Public Meeting was held on December 10, 2012, in accordance with the provisions of the Planning Act. The meeting was well attended by the public and numerous letters, information calls and two petitions were received by the City in opposition to the proposed development. The comments voiced by the public are summarized as follows:
 - a) Homes were purchased based on the future land use as a school;
 - b) Opposition to the increase in density and potential for low income housing;
 - c) Decrease in property value due to a medium density development and associated potential issues with absentee landlords, increases in vandalism, theft and vehicle break-ins;
 - d) Safety concerns due to increased traffic with particular regard for children walking and taking the bus to schools in the area;
 - e) Issues with on-street parking by those using the existing park;
 - f) Neighbourhood residents use the vacant parcel for recreational activities; and
 - g) General comments regarding site design and condominium tenure.
12. In response to the concerns raised by the public, staff offer the following preliminary comments:
 - a) School sites are reserved through the development process. Although the property was identified as a school site through the Plan of Subdivision for the surrounding neighbourhood, the decision to declare this site as surplus was made by the Simcoe County District School Board. The City cannot force the construction of a school at this location.
 - b) The proposed use of the property for medium density development will be discussed in more detail in the analysis section of this report. It should be noted however, that the subject lands were targeted for medium density development in the Ardagh Secondary Plan.
 - c) Staff have no comment regarding the perceived social implications of medium density residential development projects (e.g. low income, increased crime, vandalism, theft).
 - d) A Traffic Impact Study was completed and submitted as part of the application process for the proposed development. The study was reviewed and the recommendations accepted by staff. As well, the intersection of Ardagh Road and Mapleton Avenue was signalized in the fall of 2013.
 - e) The issue of on-street parking for residents using Batteaux Park was reviewed by staff. The size and use of the park does not meet the service criteria of the City for the construction of a parking lot. Seasonal on-street parking is permitted on Batteaux Street and Mapleton Avenue.

- f) The lands are vacant and privately owned. Any use of the property by the community for recreational use should be by permission of the owner.
 - g) The RM2 zone, if approved, will be subject to Site Plan Control. Key design factors such as emergency service access, parking, amenity space, snow removal and storage, garbage and recycling pick-up, exterior building materials and architectural detail are examined and require approval from the City through the Site Plan process.
13. The applicant also held an Open House for the community to introduce the proposed change in land use from a school to a residential multiple unit development. The comments and response from the public were echoed in the opinions voiced at the Public Meeting and the correspondence received by the City in opposition to this proposal.
14. In recognition of the comments received at the Open House, Public Meeting and through correspondence to the City, staff met with the applicant and the Ward Councillor to discuss the project. Further to these discussions, the applicant opted to reexamine the proposed design of the site. A revised concept, dated August 1, 2013, was subsequently submitted to the City for review. The received concept includes:
- a) A reduction in overall units from 101 to 94;
 - b) Removal of the 8-plex units along Batteaux Street in favour of townhouses;
 - c) Conversion of two 8-plex units fronting Ardagh Road to 12-plex units;
 - d) The removal of the vehicular access to Battaeux Street; and
 - e) Provision of internal sidewalks and walk-way connections.

Departmental and Agency Comments

15. The standard circulation for review of Planning Act applications was undertaken by Planning Services. The comments from City staff and external agencies as applicable are summarized in the following section.
16. Engineering – Municipal Services: Staff agree that adequate municipal water and sanitary services are available to support the proposed residential use. Additional detailed design works are required at Site Plan application, including but not limited to water and sanitary design details, stormwater management quality and quantity control.
17. Engineering – Transportation: Staff agree with the recommendations of the Traffic Impact Study, including but not limited to location of the main access aligned with the school site access and that the traffic counts for peak travel flow can be accommodated on the existing road network. The intersection of Ardagh Road and Mapleton Avenue was signalized in the fall of 2013.
18. Engineering – Parks: Parkland dedication has already been supplied for the Ardagh Secondary Plan Area. Formal comments for the provision of private amenity space and landscaping details will be included in the Site Plan application review.
19. The property is not in a Conservation Authority regulated area.

ANALYSIS

Provincial Policy

20. The Provincial Policy Statement (PPS) identifies that land within Settlement Areas should be used efficiently and encourage a range of uses and opportunities for intensification. The Provincial Growth Plan, Places to Grow also directs growth to established serviced settlement areas and supports intensification strategies. This development concept contributes to a mix of housing types and intensification opportunities in a planning area that has developed as predominantly low density.

Official Plan Policy

21. The subject lands are currently designated as Institutional in the Official Plan. The proposed amendment is to designate the block from Institutional to Residential to reflect the decision of the Simcoe County District School Board to declare the site as surplus to their needs. Prior to Plan of Subdivision 51M-770, the site had been identified as Medium Density Residential in the Ardagh Secondary Plan.
22. Although not in a designated Intensification Area, the Location Criteria for Medium Density Development and the Intensification Policies of the Official Plan provide for the consideration of medium density development and intensification projects in other areas of the City provided certain criteria are met. The subject site meets these criteria, as it is serviced by adequate municipal service infrastructure, has frontage on an arterial road (Ardagh Road) and a major collector road (Mapleton Avenue), is on a transit route, is in close proximity to commercial use, schools and directly adjacent a public park.
23. The proposed Residential designation permits, where appropriate, medium density developments in the form of walk-up apartments to a maximum density of 53 units per hectare and cluster and/or block townhouses at a density of no more than 53 units per hectare. The concept submitted by the applicant identifies a density of 43 units per hectare for townhouses. This density meets the Official Plan policy, but requires a Special Provision in the Zoning By-law to permit an increase in density for the townhouse blocks from 40 units per hectare to 43 units per hectare which is supported by this policy.

Ardagh Secondary Plan

24. Through the Ardagh Secondary Plan, approved by Council in 1996, the subject lands were identified as a medium density housing block. Although other medium density blocks were also identified in the Ardagh Planning Area, most have been constructed as single detached dwellings. Single detached built-form was permitted in residential multiple zones in the previous Zoning By-law 85-95. The result is that the Ardagh Secondary Planning Area does not meet the medium density housing targets for the Secondary Plan or offer a range of housing types to create a complete community.
25. The Ardagh Secondary Plan identifies that the housing mix for the Plan area should include 20 – 30% medium density development. Staff have estimated the housing mix for medium density built-form is 4.33% for the Ardagh Secondary Plan. This estimate includes the newly approved "Manhattan West" development on the property municipally identified as 40 Ferndale Drive South.
26. Staff appreciate the desire to integrate similar built-form into the existing community, however appropriate consideration should be given to the location of the property and the medium density use envisioned for this site within the Ardagh Secondary Plan. The site is somewhat isolated from the neighbourhood by roads on three sides and a public park that is not directly adjacent other residential units. Through good design, there is an opportunity to transition the built-form

into the existing single detached neighbourhood to the west while providing a range of housing types for the community.

Zoning By-law

27. The existing Institutional Education (I-E) zone was placed on the site to represent the use of the property for a school site as identified in Plan of Subdivision 51M-770. The current zoning does not permit other uses. As noted in the previous sections the locational criteria for medium density housing and intensification can be demonstrated for this site. Staff feel that the proposed Residential Multiple Second Density (RM2) zone is appropriate and also reflects the intended vision of the Ardagh Secondary Plan.
28. Both the Official Plan and Zoning By-law provide permissions for medium density developments in the form of walk-up apartments to be built to a maximum density of 53 units per hectare, however only the Official Plan policy permits the same density for cluster and/or block townhouses. The applicant has requested a Special Provision in the Zoning By-law to increase in density for the townhouse blocks from 40 units per hectare to 43 units per hectare which is supported by the Official Plan policy that permits up to 53 units per hectare. Staff have recommended approval of the Special Provision on the basis of Official Plan policy and the recognition that the applicant has not requested any additional alterations to the standards of the Zoning By-law for the subject development.

Site Plan Control

29. The proposal, if approved, is subject to Site Plan Control. Site Plans are examined by staff and require City approval. Site Plan review includes, but is not limited to, confirmation of appropriate municipal infrastructure, fire routes, emergency service access, parking, private amenity space, pedestrian linkages, snow removal and storage, garbage and recycling pick-up, exterior building materials and architectural detail.
30. Preliminary comments on the revised concept submitted by the applicant have confirmed that the zoning standards can be met for the RM2 zone with the exception of a minor increase in density for the townhouse units. Staff have identified some issues that will need to be addressed through the detailed design of the site, including the configuration of the private amenity area, landscaping buffers and pedestrian walk-way locations. In addition, the applicant will be required to meet the expectations of the City with regard to urban design.

ENVIRONMENTAL MATTERS

31. There are no environmental matters related to the recommendation.

ALTERNATIVES

32. The following alternatives are available for consideration by General Committee:

Alternative #1

General Committee could maintain the existing Official Plan designation as Institutional and the zoning as Institutional Education (I-E) for the property located at 461 Mapleton Avenue (i.e. Status Quo).

This alternative is not recommended as the school board has identified that the site is surplus to their needs. The existing Institutional designation and Institutional Education (I-E) zone is no longer appropriate to reflect future land use.

Alternative #2

General Committee could approve the rezoning as proposed, but deny the special provision requested to increase the density permissions from 40 units per hectare to a maximum of 43 units per hectare for block/cluster townhouses on the subject site.

Staff do not object to this alternative. The requested alteration to the zoning standard for density is based upon a proposed development concept by the applicant. The revised plan submitted for the principle of development (Appendix "D") does not identify any further requirements for alteration to the standards of the Zoning By-law for the block/cluster townhouses or walk-up apartment buildings which are permitted at a density of 53 units per hectare in the RM2 zone. It should be noted that the concept has not been approved by staff through this process as future development of the site will be subject to detailed design review through Site Plan Control.

Alternative #3

General Committee could alter the proposed recommendation by limiting the permitted uses in the proposed Residential Multiple (RM2) zone.

Although this alternative is available, the applicant has based the proposed rezoning on a concept that includes townhouses and walk-up apartment buildings. Staff encourage a range of built-form to provide a transition in housing types, effective use of the site and options for new residents. It should be noted that the concept has not been approved by staff through this process as future development of the site will be subject to detailed design review through Site Plan Control.

FINANCIAL

33. Please note that the financial estimates have been based on the concept proposed by the applicant and generalized information concerning the cost and unit type. The development is subject to Site Plan Control for final design review and unit count confirmation.
34. The 2013 taxes for the subject lands were \$15,310.00. The estimated property taxes for the proposed development based on 2013 information would be \$164,412.00, which is an increase of \$149,102.00. The development charges for residential use at current rates are estimated at \$1,242,864.00 for the proposed 54 townhouse units, and \$712,120.00 for the proposed 40 apartments based on the assumption that they are all 2 bedroom units.

LINKAGE TO 2010-2014 COUNCIL STRATEGIC PLAN

35. The recommendations included in this Staff Report support the following goals identified in the 2010-2014 City Council Strategic Plan:

Manage Growth and Protect the Environment

36. The designation and rezoning of the subject lands to medium density residential development achieves the vision of the Ardagh Secondary Plan for this site and contributes to the limited medium density development available in this community. Although not within an intensification node or corridor, the property meets the criteria for intensification including close proximity to the arterial road network, transit, community services (schools, parks) and commercial uses.

Attachments: Appendix "A" - Proposed Official Plan Amendment
Appendix "B" - Proposed Zoning By-law Amendment
Appendix "C" - Ardagh Secondary Plan
Appendix "D" - Concept Plan

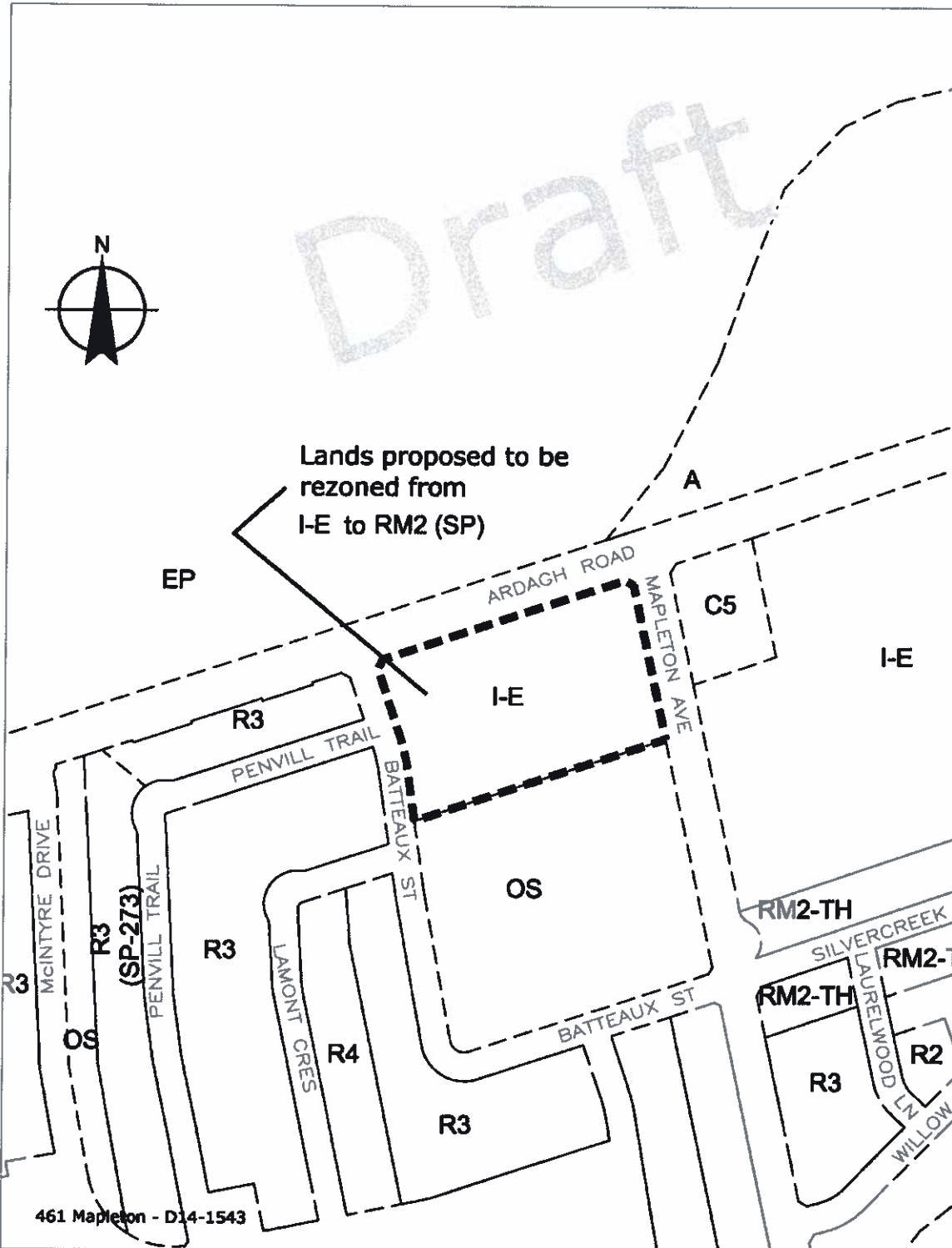
APPENDIX "A"

Proposed Official Plan Amendment



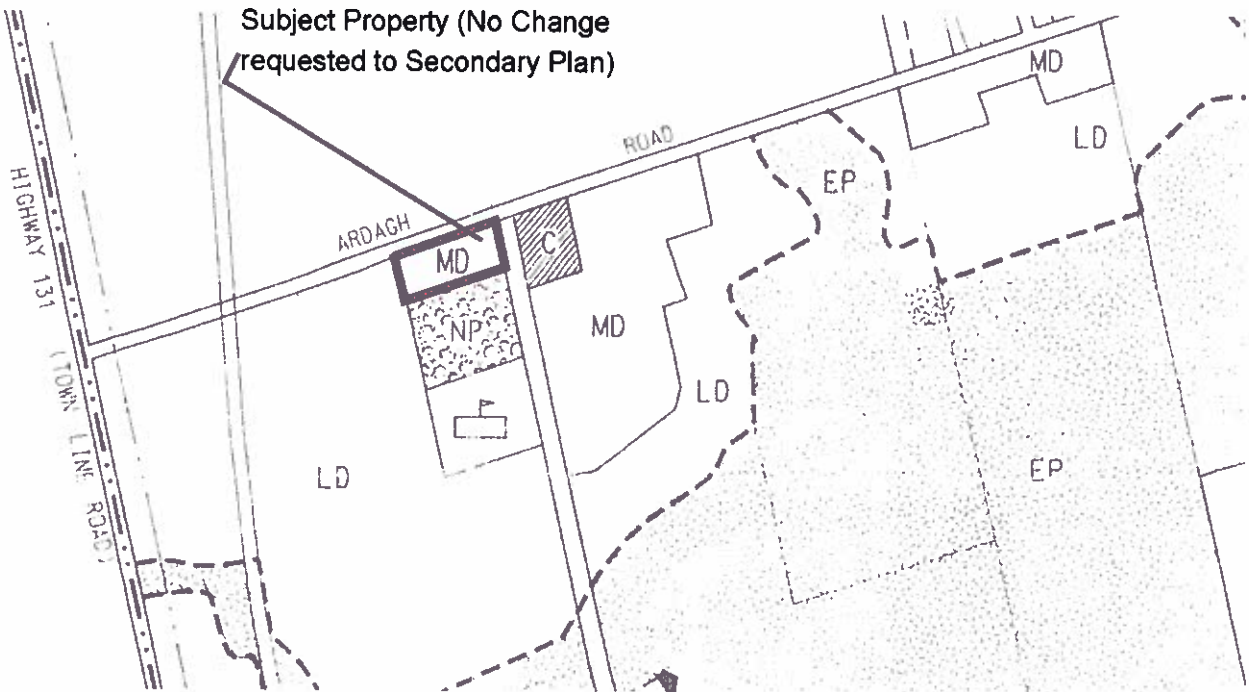
APPENDIX "B"

Proposed Zoning By-law Amendment



APPENDIX "C"

Ardagh Secondary Plan



APPENDIX "D"
Proposed Concept Plan

